

6th February 1923]

# AMENDMENTS.

Notice has been received of the following amendments:—

## Resolution No. 50.

**Mr. K. PRABHAKARAN TAMPAN:—**

*For all the words beginning with 'to inquire into' in line 2 substitute the following:—*

*'with a High Court Judge as president to inquire into and report on the cause of the Mappilla rebellion in Malabar and its protracted length and to consider the method of compensation and the persons to whom such compensation should be granted and further make recommendations as to the steps to be taken to stop the occurrence of such outbreaks'*

**Mr. C. V. VENKATARAMANA AYYANGAR:—**

*Add at the end the words 'and also to prevent such incidents as the Malabar Train Tragedy'.*

**Mr. C. RAMALINGA REDDI:—**

*Omit the words 'be appointed . . . outbreaks' in line 2, and insert the words 'with a High Court Judge as president be appointed to inquire into and report on the cause of the Mappilla rebellion in Malabar and to inquire into the police administration during the martial law period and subsequently in the rebel area and to further make recommendations as to the steps to be taken to stop the recurrence of such outbreaks'.*

*Committee to inquire into the causes of the Mappilla outbreak.*

**Mr. K. PRABHAKARAN TAMPAN:—**

*51. That this Council recommends to the Government that a mixed committee of officials and non-officials, with a president not below the rank of a district judge of ten years' standing, be appointed to inquire into the cause of the present Mappilla outbreak and its protracted length, to consider to what sort of sufferers compensation has to be granted and to suggest means for the prevention of such outbreaks in Malabar.*

# AMENDMENT.

Notice has been received of the following amendment:—

## Resolution No. 51.

**Mr. K. P. GOPALA MENON:—**

*After the word 'length' in line 4 insert the words 'the Police administration in general during the martial-law period and all other events connected with the Mappilla outbreak'.*

*Scale of salaries of the non-collegiate branch of the subordinate educational service.*

**Rao Bahadur M. C. RAJA:—**"Sir, my resolution runs as follows:—

*52. That this Council recommends to the Government that the scale of salaries proposed by the hon. Mr. A. R. Knapp for the officers in the non-collegiate branch of the Subordinate Educational Service, viz., Rs. 100—5—150—10—250 be approved in toto and that memoranda Nos. 226/B-3, dated 5th April 1922, and 1969A/1, dated 18th May 1922, be immediately withdrawn.*

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"The recommendations contained in the resolution do not commit Government to an expenditure either not provided for in the Budget, or not approved by the Government and the Council alike.

"It may be asked why then a resolution should be moved in this Council urging Government to sanction a scale of pay which they themselves have approved and promised to give effect to from the 1st March 1921. This step has been made necessary by the subsequent orders issued by Government and referred to in the latter part of the resolution. Those orders as well as similar ones issued subsequently in regard to officers engaged on inspection duty have reduced the pay of nearly half the number of men in the service and have further created an apprehension—which by the way does not seem to be groundless—that Government contemplate going back on their own decision and promise in the matter of the pay of the non-collegiate branch of the Subordinate Educational Service and reducing the scale of pay already approved for the service.

"The non-collegiate branch of the Subordinate Educational Service consisting of over 450 officers, comprises sub-assistant inspectors of schools, headmasters and some assistant masters employed in the training department of training schools, and the teachers of the higher forms in high schools. These officers are all, at any rate a majority of them, trained graduates, while a fairly large number are M.A.'s too. Before being appointed or promoted to the cadre of sub-assistant inspectors, they had in most cases served as teachers in board or aided institutions for periods ranging from five to ten years, for, candidates for appointment in the Educational Department are ordinarily recruited from the teaching staffs of board and aided institutions. This fact must not be lost sight of in determining the scale of pay suitable for them.

"The pay of sub-assistant inspectors ranged from Rs. 100 to Rs. 250 even so early as 1880, and they had, in addition, very fair prospects of promotion to the higher service as Assistant Inspectors of Schools. The average pay of the service which was Rs. 129 in 1880 declined to Rs. 99 in 1920. With the temporary additions to pay sanctioned by Government in 1920, the pay of these officers now ranges from Rs. 93 $\frac{3}{4}$  to Rs. 240. The scale of Rs. 100—250 approved for the service by the Government is not therefore a great advance on the existing one, and is but the present pay with the minimum and maximum rounded off and the increments spread over rather a long period of 20 years. Again, the average of the scale of Rs. 100—250 is Rs. 175 which exceeds the average of Rs. 129 in 1880 by only less than 50 per cent, though in the opinion of the Salaries Committee appointed by the Government the prices of food-stuffs and other necessities of life have more than doubled themselves in the interval. The first Salaries Committee appointed by Government in 1919 recommended a scale of Rs. 75-15/2—150-25/3—250 for the officers in the cadre of sub-assistant inspectors. As the recommendations of that committee did not satisfy the subordinate services and were considered illiberal, Government appointed the hon. Mr. Arthur Knapp as Salaries Commissioner with instructions to scrutinize those recommendations and submit proposals for the various services for the approval of Government. His proposals, as finally approved by the Local Government and the Government of India, are embodied in the annexure to G.O. No 215, Financial, dated 4th March 1921, copies of which were furnished



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to the members of the Council in March 1921. The scale of pay approved therein for the service in question was Rs. 100-5-150-10-250 and Government promised to sanction the scale from the 1st March 1921 and called for the necessary proposition statement from the Director of Public Instruction. In answer to an interpellation put by Mr. S. Srinivasa Ayyangar asking Government to state what orders have been passed on the memorials of sub-assistant inspectors, Government invited the attention of the Members to G.O. No. 215, Finance, dated 4th March 1921, implying clearly thereby that they had sanctioned or proposed to sanction the scale of Rs. 100—250 for them.

“As in the case of the other subordinate services, Government permitted those officers who drew less than Rs. 100 which is the minimum in the new scale to draw Rs. 100 from the 1st March 1921 in anticipation of the sanction of the proposition statement. Under this sanction, over 250 officers who were drawing Rs. 98½ and Rs. 78 drew Rs. 100 from the 1st March 1921. Early this year the proposition statement too was sanctioned by Government in respect of certain institutions and the officers concerned drew their initial pay according to the new scale and also the increments due to them from 1st March 1922. Then came the orders of Government keeping in abeyance the new scale of pay sanctioned for the above officers and withdrawing the permission given to men in the last grade to draw the minimum of Rs. 100. The effect has been that the substantive pay of these officers has been reduced. Be it also observed in this connexion that the Rs. 100 drawn by these men was treated by Government as substantive pay and this is the first occasion that one comes across an instance of Government reducing the substantive pay of a whole class of their employees for no fault of theirs. There may be difference of opinion on the legality of these orders of Government, but from a moral and business standpoint, it may be confidently stated that they are unsustainable. Such an action on the part of private employers in ordinary business will be considered as breach of faith or contract which Government and public opinion alike will denounce and condemn.

“The educational service has always been the Cinderella of the services in this Presidency. In the words of Fitch, the educational profession, though the noblest of all professions, has been ‘the sorriest of trades.’ The educational service has not received adequate recognition and consideration from Government. This view is supported by no less a person than His Excellency Lord Willingdon himself. In his speech at the Kavali High School in 1919, His Excellency observed :

Again, I believe that the educational service in this country should be one of the most highly considered services that we have got under the administration of the Madras Presidency. But I regret extremely that at the present time it cannot be said that the educational service is being highly considered. This is due to the fact that Government do not pay quite sufficient salaries to educational officers.

“It is for consideration whether the reduction of the scale of Rs. 100—250 is calculated to make the educational service one of the most highly considered services in this Presidency. His Excellency was also a party to the proposal to grant the scale of Rs. 100—250 to officers in the non-collegiate branch of the subordinate educational service, and I may respectfully suggest that a considerable measure of responsibility rests upon His Excellency to see that this scale is given effect to.

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"The criterion enunciated by the Royal Commission on Public Services for fixing the pay of Government officials is that

Government should pay so much and so much only to their employees as is necessary to obtain recruits of the right stamp and to maintain them in such a degree of comfort and dignity as will shield them from temptation and keep them efficient for the term of their service.

"This reduction will, I am afraid, work against the desire of the Council and Government alike in the matter of future recruitment to services. Government have decided to recruit more largely than before for appointments under Government from communities hitherto unrepresented, or but poorly represented. It is most unfortunate that at such a time the Indian Minister for Education who was a party to this decision of Government and who further belongs to the democratic party in the House, should even consider the question of reducing the scale of Rs. 100—250. Even as it was, the old scale had not attracted candidates in sufficient numbers from backward communities and such candidates will be turned away from the service by the reduction of the scale and the desire of the Council and the Government to employ them in larger numbers will only remain a pious wish. On this ground at least, though not on grounds of justice, equity, honour and prestige, the Council must deprecate this reduction of the scale of pay and urge Government to sanction the approved scale of Rs. 100—250 immediately."

Mr. C. V. VENKATARAMANA AYYANGAR:—"I beg to second the resolution, Sir, and in doing so I do not think any speech is necessary as all the grounds have been covered already by the mover."

The hon. Rao Bahadur A. P. PATRO:—"Sir, the inspection of schools in this Presidency is entrusted to two different classes of officers, viz., the supervisors and the sub-assistant inspectors of schools. In practice the arrangement has been found to be neither economical, nor efficient. Therefore, the reorganization of the subordinate inspecting agency was pressed upon the attention of Government from time to time. After careful consideration, Government have come to the conclusion that the existing class of officers (supervisors of schools and sub-assistant inspectors) employed on inspection duty, excepting the supervisors employed in the Agency tracts, should be abolished and that in future the inspection of elementary schools should be entrusted to a single class of officer who is now designated as sub-assistant inspector. It is true that the salary which was originally suggested by Mr. Knapp was Rs. 100—5—150—10—250; but that was alright when the jurisdiction of the sub-assistant inspector was very large. Now the jurisdiction over which the sub-assistant inspector has to carry on inspection work is reduced. He has now only to inspect about 133 elementary schools as against about 200 and odd schools before. Therefore the work which a sub-assistant inspector has to do now is reduced, his travelling area is also reduced and he is also given now the assistance of an establishment. The work which the supervisors were doing before—the same work which was being done by the sub-assistant inspector or the deputy inspector—was re-modelled, and some of the supervisors were absorbed into the cadre of deputy inspectors, and in order to make up the area, more deputy inspectors were appointed, about 66 in number. Therefore, the jurisdiction of the sub-assistant inspector was reduced, the amount of inspection work he had to do was reduced, and the amount of travelling and inconvenience was also reduced;



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hence his emoluments also were reduced to Rs. 65—5—150 with a selection grade rising up to Rs. 200, for about 25 per cent of the cadre of deputy inspectors who will draw the higher salary. After some years of service, some of the deputy inspectors will be selected and they will be given Rs. 150 in the selection grade. Also, in addition to the reduction in the amount of work, the work that was hitherto being done by the two classes of officers, viz., the supervisors and sub-assistant inspectors, was overlapping and it was also found that in point of efficiency the work was not found to be satisfactory by the department itself.

“Hence the department suggested for the reorganization of the subordinate inspecting agency. Therefore, Government, on consideration, 3-45 p.m. sanctioned the class of deputy inspectors of schools a time-scale of pay of Rs. 65—5—150, and a selection grade Rs. 150—200 to 25 per cent of the cadre. The deputy inspectors will ordinarily be recruited as at present from among their own grades and their functions and duties will be the same as now for the sub-assistant inspectors of schools. The sub-assistant inspector now employed on inspection duty will be absorbed in the deputy inspectors. Their jurisdiction will on the average be 123 elementary schools. When we compare the salaries that are given by the aided institutions, we find that the salaries now given to the deputy inspectors and supervisors are more than what are given in the aided institutions for men of the same qualifications and grades. If, as suggested, the Government Order which has been issued in order to suspend their payment until the matter is finally settled were to be withdrawn, the difficulty would be that most of these officers would be obliged to refund very much. Therefore we do not want to put them in such a difficult position before the reorganization comes into effect. It is said that if they are withdrawn, people will have to go back to their lower salary when the proposed scales are introduced and refund the excess drawn. Unless the higher scale proposed is accepted, it is difficult to withdraw the memorandum. If the memorandum is withdrawn, some of the persons put into this grade will have to refund large sums of money. In order to avoid that difficulty this memorandum was issued to give them a warning. The reason for the reorganization of the whole of the subordinate inspecting agency is this. The two classes of officers were found uneconomic and inefficient. Hence the area was reduced and the responsibility has been reduced thereby; and therefore the salary has been reduced. The number of deputy inspectors has been increased so that more frequent inspections may be made by them and they may be able to be in touch more directly with the elementary schools. For these reasons the whole of the reorganization took place and it is already now in force. If, as suggested, the memoranda were to be withdrawn, there would be considerable difficulty and hardship among the members of this cadre. Therefore the original scheme recommended by Mr. Knapp was indeed wrong. For these reasons we considered the question and put it on a reorganized basis.”

Diwan Bahadur M. RAMACHANDRA RAO PANTULU:—“I want to say a few words to clear a point. I should like to know whether the scale proposed by Mr Knapp was somewhat better by way of initial salary than it was previously. I am talking from memory. I believe the previous scale of the sub-assistant inspector was Rs 75. I do not know the scale recommended by the Salaries Committee of which I was a member. But the point here is a

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better initial salary to these officers. If that is so, I believe they have not been given the better initial salary which every other Government servant gets as a result of the high prices."

The hon. Rao Bahadur A. P. PATRO :—"I understand that the present salary has been considered to be adequate. A fixed travelling allowance is given. Their jurisdiction is reduced and the work is reduced and therefore this scale has been formed."

Diwan Bahadur M. RAMACHANDRA RAO PANTULU :—"All that has no bearing on the initial salary. The initial salary should attract a fairly efficient class of officers. The real point is that the initial salary of the sub-assistant inspector of schools has not been placed on as good a scale as the other class of officers."

Rao Bahadur C. V. S. NARASIMHA RAJU :—"I understand that the present initial salary is Rs. 65. Most of the sub-assistant inspectors are B.A., L.Ts."

The hon. Rao Bahadur A. P. PATRO :—"The recruitment is not limited to B.A., L.Ts. Such of them as are not B.A., L.Ts., are also recruited from the service. A Government Order has been issued."

Rao Bahadur C. V. S. NARASIMHA RAJU :—"I am sure nearly 75 or 80 per cent of the cadre contains B.A., L.Ts. There may be some who do not possess that qualification, but their number is very small. They were subsequently imported in the class of sub-assistant inspector of schools. In the majority of cases they are qualified people. They deserve careful consideration at the hands of the Government and I may tell the hon. the Minister that even aided institutions are paying more than Rs. 65 to B.A., L.Ts. The initial salary in the board schools is Rs. 80 and that is sanctioned by the Government because it is offered by the various local bodies. Taking all these considerations, you must raise their initial salary."

Diwan Bahadur R. VENKATARATNAM NAYUDU :—"It has been my misfortune, Sir, while in physical distance so near the hon. the Minister, yet for the last few days our intellectual conflict has been to sharp for an agreement on main points. I feel once again that conflict arising with reference to this resolution of my hon. friend, Rao Bahadur M. C. Raja. Sir, my powers of understanding, when an explanation is offered by the Minister, may be meagre and therefore it is very likely that I have missed many of the valid arguments which my hon. friend has suggested as against the plea urged by my hon. friend, Mr. Raja. But somehow I am led to think that, in the course of his speech, he has made several admissions which have tended to strengthen the position taken by Mr. Raja. Sir, does it matter much that the range of the deputy inspector's work has been curtailed when, in the next breath, we say that he is expected to visit schools more frequently, that he is required to come in contact with the teachers more closely? It is just the same as saying that what he gives up in extensiveness he has to put in in intensity. Then, again, Sir, it has been said that in private schools these B.A., L.Ts. get less. There, again, it has been my misfortune to find that my experience materially differs from the experience of the hon. the Minister. I was in charge of a college for a number of years. Even now I am in very close touch with three or four institutions situated in places where graduates are not scanty. Nevertheless, we are hard put to it at the



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beginning of a year to get graduates with certain qualifications in special subjects unless we gave Rs. 90 or Rs. 100. Consequently, I do not think it will be applicable to a very large area in the educational field that in private schools these B.A., L.T's. get less than is now proposed for them by Government. Again, Sir, it has been stated that B.A., L.T's. are not a *sine qua non* for this work, and that it might be given to persons with lower qualifications. That remark, it seems to me, is an admission that the very supervisors whom we considered inefficient before are after all going to be accepted as efficient now."

The hon. Rao Bahadur A. P. PATRO :—" They were considered inefficient not because they were not graduates."

Diwan Bahadur R. VENKATARATNAM NAYUDU :—" Then I should like to know in what other respects they were considered to be inefficient. Their work is that of educationists and is commensurate with their educational qualifications. It is because their horizon is limited, it is because their experience is somewhat narrow, it is because they are not in touch with the more advanced methods, that they were found to be unsatisfactory. When this question was brought before the Advisory Board I was one of those that were against the abolition of these supervisors as a class. Nevertheless, it was carried. I have no quarrel with those conclusions. All that I wish to say is that, though the nomenclature has been changed, they continue to do the same kind of work and have the same qualification. To reduce the initial salary from Rs. 100 to one of Rs. 65 is, Sir, if I may say so, vouchsafing to the prayer which I made on a former occasion, this answer, viz., a bread was asked and a stone is given."

The hon. Rao Bahadur A. P. PATRO :—" The scheme has been in force already and is going on at the same rate of salary. I have not had anything against that. The second thing is that when the appointments were made to this cadre there were 220 applications to accept this small salary as the Director of Public Instruction told me. That was the way in which we as business men had to do."

Rao Bahadur M. C. RAJA :—" I should like to know from the hon. the Minister for Education how many appointments there were exactly when the 220 applications were received."

The hon. Rao Bahadur A. P. PATRO :—" Sixty-six appointments there were and there were over 200 applications."

Rao Bahadur M. C. RAJA :—" Have all the 66 been filled ? "

The hon. Rao Bahadur A. P. PATRO :—" Thirty had to be filled and the other 30 had to be recruited from people already in the service. So for these places there had been very many applications."

Rao Bahadur C. NATESA MUDALIYAR :—" Sir, may I propose an amendment to this resolution, substituting Rs. 75 for Rs. 100, because there are so many people without work ? (Laughter). We should not take advantage of their poverty and take work from them without paying them adequate salary."

The hon. Rao Bahadur A. P. PATRO :—" This is a finance matter and I cannot accept it. The matter has been examined by the Finance Department

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and the Accountant-General and orders have been passed. So this is a matter which should come up at the time of the Budget. Hon. Members may bring this at that time. Nothing can be done now."

Rao Bahadur M. C. RAJA :—" Sir, my task has been very much lightened by my revered leader Diwan Bahadur Venkataratnam Nayudu. Just now the hon. the Minister for Education has said that this matter vests in the hands of the Finance Department. But I should like to say that this very Council has voted this when the Budget came before it last year. This has been sanctioned by the Government of Madras and also by the Government of India. But the Government later on has gone back on our proposals. I am an educationist, and I have been in the service for the last twenty years. I know the work of these sub-assistant inspectors better than the hon. the Minister for Education. The hon. the Minister has said that he has increased the number of inspecting officers from 133 to 200 and odd and that thus the work done by each individual inspecting officer is reduced. There I entirely differ from him. Hitherto the educational officer was not able to do full justice to the work. The hon. the Minister has said that the work of these officers has been lightened by the increase in their number; and at the same time he says that the number has been increased in order to make the visits by these officers more frequent. I agree with him in the latter proposition. But when we raise the number of officers from 132 to 200, do we also decrease the number of days during the year? I suppose the 365 days in the year remain there and the inspecting officer is expected to do work all these days. It is impossible to expect efficient supervision when the officers are given reduced pay. When the number of officers in the other departments of the Government is increased, is their pay reduced? Moreover, the hon. the Minister wants to go back and find out what the aided institutions do in the matter of salaries to their officers. Sir, the Government as employers of labour have to set a better example to the aided institutions and it is not the duty either of this Council or of the Government to go and find out how labour is recruited in other institutions.

"Sir, the Education Department is the most important of all the departments of the Government. It is there that these hon. Ministers are made. It is there the Executive Councillors are made. It is there, Sir, that Presidents and Deputy Presidents like you are made. It is therefore there that you must give the best material. If you recruit cheaper material by offering petty wages at a time like this simply because a number of persons are in need of employment, I dare say you are doing a great deal of injustice to education. It is there that the future citizens of the empire are trained. You must put in picked men there—best M.A.'s, L.T.'s, and such other specialists. When you are introducing reforms in the University, when you are going to put in the best men in the University, and when you are going to have professorships, readerships and so on, why not you go a little lower down and lay the foundation deeper by employing the best material by offering better wages to these men? Recruit better men to train your children and your children's children so that they may be thankful to the ministry. I am not at all convinced by what the hon. the Minister for Education has said. But if the hon. the Minister assures me that he will go into the question and examine it carefully and sympathetically, I shall be thankful to him and withdraw this resolution."



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The hon. Rao Bahadur A. P. PATRO :—" I have no objection to examine the question."

The hon. the DEPUTY PRESIDENT :—" Sympathetically ? "

The hon. Rao Bahadur A. P. PATRO :—" Certainly."

The hon. the DEPUTY PRESIDENT :—" Do you withdraw the resolution ? "

Rao Bahadur M. C. RAJA :—" Only if the hon. Minister says that he will consider the matter sympathetically."

The hon. Rao Bahadur A. P. PATRO :—" I will examine that question. I have every sympathy for the schoolmasters."

Rao Bahadur M. C. RAJA :—" As the hon. the Minister for Education has assured me that he will consider the question sympathetically, I beg leave to withdraw my resolution."

The resolution was by leave withdrawn.

Mr. A. Ranganatha Mudaliyar was then called upon to move his resolution.

Diwan Bahadur M. RAMACHANDRA RAO PANTULU :—" Sir, I now beg to move under Standing Order No. 34 that the rest of the business before this House be adjourned."

The hon. the DEPUTY PRESIDENT :—" I have already called upon Mr. Ranganatha Mudaliyar to move his resolution."

Diwan Bahadur M. RAMACHANDRA RAO PANTULU :—" Under the Standing Order I can move for an adjournment at any time provided I do not interrupt a speech, and my hon. friend has not begun his speech."

The hon. the DEPUTY PRESIDENT :—" I have called upon the hon. Member to move his resolution. Please let him go on."

*Irrigation facilities in the famine-affected districts.*

Mr. A. RANGANATHA MUDALIYAR :—" Sir, I beg to move—

53. *That this Council recommends to the Government that special steps be taken to improve the irrigation resources of Bellary and the neighbouring districts comprised in the famine zone of the Madras Presidency.*

" Sir, the districts more especially contemplated in the resolution are what are popularly known as the Deccan districts. I shall try to show in the course of my speech : firstly, that famines are more or less the normal feature of these districts ; secondly, that they are due to deficient rainfall and to the very limited protected area ; thirdly, that the people have no means to fight the famines during their duration or resist their effects afterwards and that the only remedy lies in the improvement of irrigation resources of these districts ; fourthly, that there are immense possibilities in the districts for the development of their irrigation resources ; fifthly, that the Government have systematically ignored these possibilities and, not only that, but neglected to keep in repairs the irrigation works constructed by the ancient rulers and that the Government can no longer afford to delay the execution of the Tungabhadra and other projects ; sixthly, that there can be no doubt whatever that